

## Chapter XII

# Legislative Printing

## The Office of State Publishing

The Office of State Publishing (OSP) handles most legislative printing. The Government Code provides that all state printing, and only state printing, shall be done in the Office of State Publishing.<sup>1</sup> However, in its 1995–96 performance budgeting, OSP received authorization to print for other public governmental agencies. Furthermore, in its 1996–97 performance budgeting, OSP’s services became unmandated. This allows state agencies to use private sources if they are more competitive than OSP. In October 1997, the Office of State Printing changed its name to the Office of State Publishing to encompass its expansion into electronic publishing services.<sup>2</sup>

The history of the Office of State Publishing dates back to early January of 1850, when the second statute of the First Legislature created the office of State Printer—more than eight months before California was admitted into the Union of States. It was the duty of the State Printer “to execute all of the printing and binding of the two branches of the Legislature.”<sup>3</sup> The State Printer was a statewide elected officer from 1850 to 1911.

From 1850 until 1875, the state’s printing was handled by private concerns, with the State Printer acting as purchasing agent. In March of 1872, legislation providing for the purchase of a site, equipment, and construction of an Office of State Printing was enacted; but in 1874, the Legislature directed that, instead of constructing a new building, a portion of the old Governor’s Mansion in the northeast corner of Capitol Park at 15th and L Streets be remodeled to suit the needs of both the Office of State Printing and the State Armory. The mansion, a three-story wooden frame building, was occupied by the printing plant from December of 1875 until the fall of 1923.

Early newspaper accounts reveal that in 1875 the plant had \$14,500 invested in machinery and equipment, and employed a force of 21 men at an annual payroll of less than \$20,000. The first year’s printing amounted to \$53,100.<sup>10</sup>

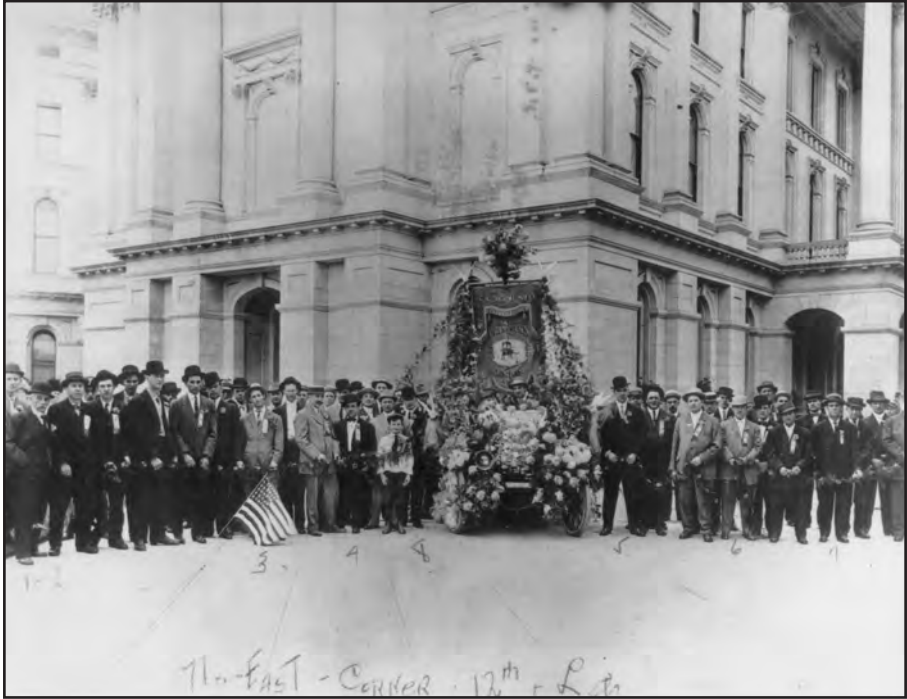
A constitutional amendment in 1884 authorized the printing of textbooks for the public schools at the state plant. In 1912, a constitutional amendment was adopted which provided for free distribution of schoolbooks. Textbooks were printed until 1976, when legislation was passed which dramatically expanded the textbook selection procedure for school districts.<sup>4</sup> This allowed for a departure from uniform use of textbooks in districts throughout the state and resulted in individual textbooks being required at such reduced quantities that the printing plant, which by this time no longer provided free distribution of schoolbooks, could not print them at the same level of economy as private publishers.

<sup>1</sup> *Government Code*, Section 14850. *See also*, Sections 14852 and 14860. Formerly named Office of State Printing. *See* Senate Bill 193, 1997–98 session.

<sup>2</sup> *Statutes of 1997*, Chapter 784.

<sup>3</sup> *Statutes of 1850*, Chapter 2.

<sup>4</sup> *Statutes of 1976*, Chapter 817.



**Sacramento Printing Pressmens Union at State Capitol, circa 1920**

In 1923, the plant was moved to a new two-story and basement building constructed at a total cost of \$245,000 at 11th and O Streets, about two blocks from the State Capitol. The building covered a quarter of a city block in area, and was equipped with the most up-to-date machinery of its time. In 1932, construction of a \$132,000 three-story and basement addition to the building was necessary to accommodate work requirements.

### ***Office of State Printing During World War II—Operation Toy Horse***

As part of California's participation in the war effort during World War II, the Office of State Printing was utilized by the U.S. military to produce counterfeit Japanese yen. This effort was an attempt to ruin the Japanese economy by flooding their financial system with fake currency.



**An OSP worker prepares to cut the counterfeit Japanese currency during World War II.**



**Armed military personnel guarded the materials during the top secret operation. The currency was cut and bundled at the State Fairgrounds by OSP personnel.**

### ***Office of State Publishing: Post World War II***

By 1948, the volume of state printing had increased to such an extent that the plant had again outgrown its quarters, and the Legislature appropriated \$400,000 for the acquisition of a new site.<sup>5</sup> In 1949, the Legislature approved the purchase of 16 acres of land at North Seventh Street and Richards Boulevard, and appropriated \$2,780,000 for the construction and equipment of a modern industrial building.<sup>6</sup> This site is located approximately four miles northwest of the State Capitol.

Construction of the building, which covers 6½ acres of floorspace, was started in 1952 and completed in 1954, at an approximate cost of \$3,228,000. Its one-story floor plan is arranged so that the work moves from one production section to the next in an orderly flow without backtracking or multiple handling.

At the present time, approximately 360 persons are employed in the printing plant, which operates in three shifts, and produces over \$68 million of state printing annually. The plant, which is one of the largest state printing plants in the United States, is also one of the largest printing establishments on the Pacific Coast.

In October 2008, the Digital Print Services (DPS) unit of the Office of State Publishing moved into a 38,500 square foot building space a few blocks away

<sup>5</sup> *Statutes of 1948*, Chapter 23, Item 167.

<sup>6</sup> *Statutes of 1949*, Chapter 700, Item 372.6b.

from the main building. The primary purpose of the move was to accommodate the federally mandated print and mail distribution requirements of the California Child Support Services program. This was done to eliminate the potential for approximately \$800,000,000 in potential fines against the State of California. Major improvements were required to provide a climate controlled environment needed for efficient operation of the high speed print and mail production equipment.

By using the latest technology, the secured building allows for the production of customer jobs which contain confidential data and provide on-demand solutions to other state agencies. DPS also produces "ASAP" legislative bills and provides quick turnaround back up capacity for the Office of State Publishing's overnight legislative service requirements, which are normally accomplished by lithographic offset press equipment. DPS expects to continue expanding its array of services as the needs of the state government change for many years to come.

The Office of State Publishing is supervised by the State Printer, who is an appointee of the Governor.

The Department of General Services has the responsibility of supervising the operations of state printing and binding,<sup>7</sup> and decides upon the style and manner of printing all laws and other state documents except those printed for the Legislature.<sup>8</sup>

All printing for state agencies is charged to and paid for from their respective funds or appropriations,<sup>9</sup> and its cost is fixed by the Department of General Services in an amount which will pay for all costs of the printing, including depreciation on plant and equipment.<sup>10</sup>

The Department of General Services has general supervision over the distribution of all public documents and other publications printed for any state agency; it has custody of all state documents and other publications subject to public distribution, except those printed for the special use of the Legislature, the Governor, or the elective officers of the state.<sup>11</sup> However, the department may accept for distribution or disposal documents and other publications from the Legislature, the Governor, or the elective state officers when requested to do so.<sup>12</sup>

The department fixes the price and disposes of or sells the documents or publications.<sup>13</sup>

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<sup>7</sup> *Government Code*, Section 14853.

<sup>8</sup> *Government Code*, Section 14854.

<sup>9</sup> *Government Code*, Section 14865.

<sup>10</sup> *Government Code*, Section 14866.

<sup>11</sup> *Government Code*, Section 14880.

<sup>12</sup> *Government Code*, Section 14881.

<sup>13</sup> *Government Code*, Sections 14880 and 14881.



Office of State Publishing

### State Printing System

The California Legislature maintains the most complete and sensitive information system of any legislative body in the world. Today's system of formal bill printing, and the many legislative publications that serve to provide complete disclosure of all legislative action, began in 1879.

It was in that year that the State Constitution was changed to require that all bills be printed before action was taken thereon. Previously, the houses had acted on the basis of handwritten copy that was read by the clerk, and it was sometimes noted that the printed statute might not read quite as the legislators thought it did when they passed it.

In the interests of having a better informed public and Legislature, OSP continues applying technology to improve quality and customer services. Today's demands include providing, by 8 a.m. each morning, a record of the previous day's business, and a file of the day's hearings to the Legislature.

This volume of material, which on occasion amounts to 5,000 plus pages per night, is only possible utilizing integrated digital workflow systems including composition, plating and printing.

In January of 1972, the Office of State Printing instituted a system of using on-line video data terminals for the input of data to a computerized legislative information system.

Beginning with the 1977–78 Regular Session, the task of inputting bills using this on-line system was transferred to the Office of the Legislative Counsel. The bills and amendments are now composed and stored on client-server computer systems by the Legislative Counsel. When the bill is introduced or amended, this text of the bill or amendment is transmitted to the Office of State Publishing for printing.

When this information is desired in printed form to meet deadlines of the Legislature, the Legislative Counsel transmits the data via high-speed digital communication lines to the client-server system at the Office of State Publishing. Once the data is received, it is automatically tracked and processed

through two types of printing methods. One option utilizes laser technology to image lithographic plates for offset printing presses. The other alternative integrates toner base printing technology for on-demand needs. During peak workloads both systems are employed to ensure the overnight delivery of the Legislative Bill Service.

When work has been completed on legislation, the same database is used to produce the printed statutes which become part of California law. The documents that record the activity of a legislative session are compiled in a similar manner.

### The Bill Room

The Legislative Bill Room, located in the basement of the restored Capitol, makes available for sale to the general public most books, pamphlets, bills and other publications produced by the Senate and Assembly. The money derived from the sale of these items is returned to the Legislative Printing Fund to help defray the cost of printing.

The Legislative Bill Room is a part of the Office of State Publishing in the Department of General Services. The Bill Room acts as the primary liaison between the Legislature and the Office of State Publishing to ensure the printed material is produced to meet the needs of the Legislature. These activities center mostly around the distribution of the *Daily File*, *History* and *Journal* prior to each day's session and the overnight return of newly printed copies of amended legislation to the floor of each house in order to meet the print requirement of the California Constitution.<sup>14</sup>

The Bill Room offers a multitude of services. Any organization or individual can purchase a complete Publication Service, which provides the purchaser with copies of all bills introduced by both houses; all subsequent amended copies; all journals, histories and files; and all indexes and digests published by the Legislature. Annual subscriptions are also available for any of these publications individually. More information is available at the Office of State Publishing Web site ([www.dgs.ca.gov/osp](http://www.dgs.ca.gov/osp)) or by calling the Bill Room.

The public may obtain individual copies of bills or publications free of charge by either visiting the public counter in the basement of the Capitol or by phoning the Bill Room. Each counter request is limited to a single copy of no more than five bills or publications at a time, with an annual maximum of 100 copies per calendar year.<sup>15</sup> Requests in excess of these limits can be mailed to the Bill Room in the State Capitol, Room B-32. Quantities in excess of the provisions of Joint Rule 13 are provided at a nominal charge. The Bill Room handles legislation for the current session only.

<sup>14</sup> *Constitution*, Article IV, Section 8(b) (No bill may be passed until the bill with amendments has been printed and distributed to the members). See also, *Assembly Rules* 47, 64 and 69.5; *Senate Rule* 29.5.

<sup>15</sup> *Joint Rule* 13.



## Number of Copies of Legislative Publications

The Chief Clerk of the Assembly and the Secretary of the Senate set print quantities for bills, constitutional amendments, joint and concurrent resolutions (in the original as well as in the amended form), daily journals, files, and histories for their respective houses.

### Daily Publications

There are three daily publications printed for each house of the Legislature: the *Journal*, the *History*, and the *File*. The copy for these publications is compiled by the clerks of the respective houses, under the supervision of the Secretary of the Senate and the Chief Clerk of the Assembly, received by the State Printer after the daily adjournment of the Legislature, and must be printed and available for distribution early the next morning.

#### *The Daily Journal*

The State Constitution and the Rules of the Senate and Assembly require each house of the Legislature to publish its proceedings in its journal, and require that, upon the request of three Members or when ordered by the Speaker or by the Senate, any vote which is taken on the floor of the Legislature be recorded in the *Journal*.<sup>16</sup> Each house's Minute Clerk compiles and edits the *Assembly* and *Senate Journals*, respectively.

The *Daily Journal* contains an account of the proceedings of each house, the titles of all measures introduced, considered, or acted upon by the house, rollcalls of all actions requiring a recorded vote, messages from the Governor and the other house, committee reports, motions, acknowledgment of the receipt of all communications, and such other matters as properly come before the respective houses. (See page 357 for example.)

Until the 1985–86 Regular Session, the text of all amendments proposed by committees or by individual members on the floor was printed at the end of each day's Journal. Beginning with the 1985–86 Regular Session, both the Senate and Assembly decided to terminate this practice. Currently, all amendments are filed with the respective Minute Clerks where they are available, upon request, for inspection or copying by any interested party. These amendments are ultimately inserted at the end of the appropriate day's Journal copy and filed with the State Archives, under the direction of the Secretary of State. This practice has reduced the size of the Daily Journals by approximately 50 percent. It is not unusual, however, for the Daily Journal of either house to contain more than 100 pages.

The Members' speeches are not taken down in shorthand, nor do they appear in the journals. However, an occasional motion is made that certain oratory be printed verbatim in the Journal; the Member making the presentation is then requested to reduce it to writing for printing.

In some ways, preparing and printing the Daily Journal may be likened to the publication of a daily metropolitan newspaper. The Minute Clerk records

<sup>16</sup> Constitution, Article IV, Section 7(b); Assembly Rule 105; Senate Rule 49.

the day's activities in their chronological order, keeping an accurate account of what transpires on the floor while the house is in session, all the while preparing and editing the material for printing without editorial comment. The copy is then rechecked, with special attention given to the true and correct recording of problems of a procedural nature which may have been occasioned by argument or action on the floor. After the Minute Clerk has prepared the copy, it is given to a copyreader, who "marks" it for printing before it is transmitted to the Office of State Publishing.

The votes taken in committee on bills, constitutional amendments, joint and concurrent resolutions are published as part of the Journals. The committee records are delivered by the secretaries to the Minute Clerks. In the Assembly, these votes are published as a monthly appendix to the Journal.<sup>17</sup> The Senate publishes its rollcalls in the body of the journal on a daily basis.<sup>18</sup>

### ***The Daily File***

Legislators, Capitol staff, lobbyists and the public rely on the *Daily Files* to ascertain which bills are up for consideration by each house. The *Daily File* is each house's official daily agenda or "calendar" of business.

For each day of the session, a *Daily File* is printed, which contains the titles of all measures which have been reported out of committee and which are to be considered by the Assembly or the Senate, as well as motions to reconsider, notices of intention to withdraw a bill from committee, and concurrences in amendments of the other house which are pending. The items are grouped according to a long established order of business, numbered consecutively, and considered in this order unless special permission is granted to take up an item out of order, or to pass an item on file.<sup>19</sup> The *Daily File* shows any vote which has been taken on the bill in a committee or by the other house. By referring to these vote totals, a Member can tell at a glance whether or not another legislator has opposed the bill previously.

When a bill has been amended in the other house and returned to the house of origin, a summary of the changes made in the bill by the other house is printed in the *Daily File*.<sup>20</sup>

The *Daily File* also contains a table or listing of all bills and constitutional amendments with their dates of introduction and the 31st day thereafter, in order to facilitate compliance with the provisions of the Constitution; and a list of any bills upon which the 30-day waiting period may have been dispensed with. The Senate and Assembly Files show all bills which have been scheduled for hearing in committees and a listing of the times, places and bills scheduled for consideration by conference committees in order to provide the public and the members with advance notice of the matters to be heard.<sup>21</sup> (See pages 358–359 for examples.)

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<sup>17</sup> Assembly Rule 58.5.

<sup>18</sup> Senate Rule 28.7.

<sup>19</sup> Assembly Rule 63; Senate Rule 29.

<sup>20</sup> Joint Rule 26.5; Assembly Rule 77.1.

<sup>21</sup> Joint Rules 62(a) and 29.5.



The *Daily Files* of the Assembly and Senate are compiled and edited by two Assembly employees and two Senate employees, referred to as the “Daily File Clerks.” These staffers work under the direction of the Assembly Chief Clerk and the Secretary of the Senate, respectively. Desktop publishing software is utilized to publish the Files and transmit them to OSP for daily printing.

### ***The History (Weekly)***

The third publication issued by each house of the Legislature is the History. This publication is compiled by the History Clerks of each house and contains a history of all legislation considered during the entire session. The History shows the actions on all measures considered each day. (See page 360 for example.) At the close of each week, a Weekly History is published for each house which contains the titles of all measures introduced during the session, together with all actions taken thereon and showing the dates upon which such actions were taken. Many useful charts are published in the Weekly History, including a list of Members, their committee assignments, a complete account of bills introduced by each Member, and lists of all chaptered and vetoed bills.

All bill and resolution data is compiled and entered at computers by the History Clerks at the Assembly and Senate Desks for inclusion in the printed *Histories*. The data from the History Systems of each house is immediately uploaded to the Legislative Inquiry System, providing real-time bill information on computers throughout the Capitol and District offices. These systems allow for staff to track bills throughout the process as it is occurring. Since 1993 all bill history data has been uploaded to the Legislative Data Center’s “Leg Info” website on a nightly basis. The Chief Clerk’s and Secretary of Senate’s websites also provide electronic versions of the *Daily History* and *Weekly History* for the public to view on a daily basis. The History, whether in printed or electronic form, provides an effective and efficient means for Members, staff, and the public to track bills through the legislative process.

## **Bills**

All bills, constitutional amendments, and joint and concurrent resolutions must be printed and made available to the members and the public as soon after their introduction or amendment as is possible. Usually the bills are printed and ready for distribution the morning after their introduction.

After printing, the individual bills are arranged in numerical sequence and filed in the Legislative Bill Room, where they are available for distribution to the public.

Complete sets of Assembly and Senate bill books are compiled for any member on request, for the officers of each house, and for the press. The

Legislative Bill Room keeps these books up-to-date with all amendments during the session. Additional sets of up-to-date bill books are maintained in each chamber for ready reference during the daily sessions.

When a bill is amended, the printed amended bills are inserted in the bill books immediately preceding the previous printing of the bill amended. Thus, a complete record of any changes, which may have been made in a bill after its introduction, is readily available. At the end of the session, the Members may retain their sets of bill books if they so desire.

Additional sets of bills are prepared for the Legislative Counsel, other state officers, state agencies, and libraries, as set forth in the Joint Rules.<sup>22</sup> Amended bills and newly introduced bills are forwarded to these agencies and bill service subscribers each day so that they may keep their sets up to date.

Previous to the adoption of the amendment to the Constitution which eliminated the constitutional recess, thousands of bills were introduced in the closing week of the first part of the session. In 1957, for instance, 3,747, or an average of 749 measures a day, were introduced in the Legislature during the last five days of the January session.

The 1957 session, which adjourned *sine die* on June 12, considered 4,183 Assembly bills, 2,680 Senate bills, and 563 other measures (Assembly and Senate constitutional amendments and concurrent and joint resolutions), making a grand total of 7,426 measures. In the history of the California Legislature, this was the greatest number of measures ever introduced during a single year. In addition to this total, there were 352 Assembly house resolutions and 214 Senate resolutions considered by the Legislature during the 120-day session.

Not only was an all-time high established in the number of bills introduced, but all records were broken in the number of bills amended and the number of type pages handled by the Office of State Printing. It required 33 feet of library shelving to accommodate a copy of the official publications of the 1957 legislative session.

Until 1959, the number of bills that were introduced at each successive general session (odd-numbered years) increased. The volume of legislation in some respects was necessitated by the fact that all bills had to be introduced within the first 30 days of the session. Members, therefore, would introduce "spot" or "skeleton" bills ("spot" or "skeleton" bill was the name applied to those bills that made no basic change in the law but were merely introduced as vehicles which might be used in the event that the Member was required to take care of an urgent situation), as bill introduction was not permitted after the first 30 days of the session. In addition, the Legislature was not permitted to act on bills except the Budget Bill, revenue acts, amendments to city or county charters and acts necessary to provide for the expenses of the session during the even-numbered years. In 1958, an amendment was adopted to the Constitution which removed the time limitation on the introduction of bills during the general session. The following chart (p. 224) indicates the drastic

<sup>22</sup> Joint Rule 13.

reduction wrought by this constitutional provision. However, the chart also indicates that beginning in 1959, the number of bills introduced and the complexity and type of problems confronting a growing state required more and more legislation.

The year 1967 saw the beginning of annual legislative sessions without a restriction as to the type of legislation that could be introduced each year. The new system, however, simply spread out rather than decreased the legislative volume during the two-year periods. The combined two-year totals, that is, 1967–68, 1969–70, etc., greatly surpassed the previous two-year totals for 1963–64 and 1965–66.

One of the major premises underlying the new two-year session was the belief that its adoption would lead to an overall reduction in the total number of measures introduced during the two-year period, as the new session provided for “carryover bills” thus eliminating the necessity for reintroducing bills that do not become law during the first year of the session. In retrospect, this assumption seemed to have been borne out as a total of 7,848 measures were introduced during the first biennium (1973–74) as opposed to 9,621 for the preceding two annual sessions held in 1971 and 1972. The figures for the 1975–76, 1977–78, and 1979–80 Regular Sessions indicate that this trend continued. However, in the 1981–82 Regular Session a total of 6,494 measures were introduced as opposed to a total of 6,092 for the 1979–80 Regular Session. This upward trend continued through the biennial-session peak of 8,125 measures introduced in the 1987–88 Regular Session, although introductions in the most recent years have receded from these levels.

The number of measures introduced has declined significantly in recent years. For example, in the 1995–96 Regular Session, just 6,074 measures were introduced. This decline is primarily due to the adoption of rules which limit the number of bills that may be introduced. In 1991, the Senate adopted rules which limit the number of bills a Senator may introduce to not more than 65 bills in the regular session. In 2003, the Senate reduced the number of bills that can be introduced by a Senator to 50 bills.<sup>23</sup> In 1994, the Assembly adopted rules which limited the number of bills an Assembly Member may introduce to not more than 50 bills in the regular session.<sup>24</sup> In 1996, newly adopted rules further reduced the number of bills an Assembly Member may introduce to not more than 30 bills in the regular session.<sup>25</sup> In 2005–06, the Assembly imposed a 40-bill limit on its Members. Limits on resolution introductions were also adopted in the Assembly beginning in the 2005–06 Regular Session.<sup>26</sup>

The chart on the following page gives the reader some idea as to the volume of proposed legislation introduced in the California Legislature over the past several decades:

<sup>23</sup> *Senate Rule 22.5.*

<sup>24</sup> *Assembly Rule 49*, 1993–94 Regular Session. Served as custom and usage until March 20, 1996.

<sup>25</sup> *Assembly Rule 49*, 1995–96 Regular Session.

<sup>26</sup> *Assembly Rule 49*, 2005–06 Regular Session.

# CALIFORNIA'S LEGISLATURE

## Measures Introduced—1957–2011 <sup>27</sup>

<i>Year</i>	<i>Total measures introduced</i>
1957.....	7,426
1959.....	4,805
1961.....	5,148
1963.....	5,109
1965.....	5,517
1967.....	4,587
1968.....	3,808
1969.....	4,447
1970.....	4,505
1971.....	5,337
1972.....	4,284
1973.....	4,647
1974.....	3,201
1975.....	4,331
1976.....	3,285
1977.....	3,719
1978.....	2,977
1979.....	3,522
1980.....	2,570
1981.....	3,886
1982.....	2,608
1983.....	3,847
1984.....	3,160
1985.....	4,381
1986.....	3,210
1987.....	4,715
1988.....	3,410
1989.....	4,625
1990.....	3,267
1991.....	3,799
1992.....	2,607
1993.....	3,911
1994.....	2,528
1995.....	3,573
1996.....	2,501
1997.....	3,237
1998.....	2,390
1999.....	3,321
2000.....	2,309
2001.....	3,217
2002.....	2,459
2003.....	3,169
2004.....	2,362
2005.....	3,149
2006.....	2,250
2007.....	3,026
2008.....	2,286
2009.....	2,680
2010.....	2,057
2011.....	2,439 <sup>28</sup>

<sup>27</sup> “Measures” include Assembly and Senate bills, constitutional amendments, joint and concurrent resolutions. The totals do not include measures introduced in extraordinary sessions of the Legislature.

<sup>28</sup> As of March 2011.

## Other Legislative Publications

In addition to the publications produced by personnel of the Chief Clerk's and Secretary's offices, other legislative documents of significant legal reference and research value to the Members, staff and the public are compiled and printed.

### ***Legislative Index and Table of Sections Affected***

During the legislative session, Legislative Counsel prepares periodically and publishes a *Legislative Index* and a *Table of Sections Affected*.<sup>29</sup>

The *Legislative Index* is an alphabetical subject matter arrangement of the legislation introduced while the *Table of Sections Affected* lists alphabetically, by code, all the sections which are to be added, deleted and amended by proposed legislation.

The combination of the two provides a ready "bill locator" and reference for those searching for a particular bill in an instance in which the searching party knows only that a certain subject matter or code section is involved.

Legislative information is also made available to the public via the Internet.

### ***The Summary Digest***

Prior to 1973, a *Summary Digest*, including a statutory record of sections affected and subject matter index, was prepared by Legislative Counsel after the adjournment of each regular and extraordinary session.

At present, this publication is printed annually at the end of each year. For example, all the bill and resolution digests for 2011 are printed in one volume and those of 2012 will be printed in another. Together they form the *Summary Digest* for the 2011–12 Regular Session.

The *Digest* consists of a listing, by chapter number, of the digests prepared for and printed on the enrolled bills which provide an abbreviated description of the substance of the bills and resolutions signed by the Governor or filed with the Secretary of State.

This particular document is of great value to attorneys, legislative advocates and an extremely useful source for legal research.

The publication is authorized by and made available to the public at prices set by the Joint Rules Committee.<sup>30</sup>

### ***The Chapters***

After a bill has been passed by the Legislature and signed by the Governor it is filed with the Secretary of State. The Secretary of State then assigns the bill a number known as a chapter number. The order in which they are numbered shall be presumed to be the order in which they were signed by the Governor.<sup>31</sup> Constitutional amendments, joint and concurrent resolutions are numbered in the order that they are filed with the Secretary of State by the Senate and Assembly Engrossing and Enrolling Clerks.

<sup>29</sup> Joint Rule 13.1.

<sup>30</sup> Joint Rule 13.3.

<sup>31</sup> "Chaptering out" is discussed in footnote 113, *supra*, p. 141.

A separate series of chapter numbers is assigned annually to bills and resolutions. For example, the first bill and resolution filed in 2011 are designated Bill Chapter No. 1 and Resolution Chapter No. 1 of 2011; in 2012, the number systems revert to Bill and Resolution Chapter No. 1 of 2012.<sup>32</sup> The combined chapters for both years constitute the Statutes of the 2011–12 session.<sup>33</sup>

The chaptered bills and resolutions, still retaining their legislative numbers, are printed and made ready for distribution to the Members and the public as soon after their filing date as is practicable.

The following table shows the number of chaptered bills and resolutions of the general sessions in recent years.

### Measures Chaptered—1961–2010

<i>Year</i>	<i>Number of bill chapters</i>	<i>Number of resolution chapters</i>
1961	2,282	276
1963	2,169	204
1965	2,070	219
1967	1,725	210
1968	1,474	266
1969	1,619	398
1970	1,628	289
1971	1,821	274
1972	1,442	192
1973	1,218	199
1974	1,545	236
1975	1,280	141
1976	1,487	160
1977	1,261	124
1978	1,432	148
1979	1,207	103
1980	1,381	125
1981	1,186	91
1982	1,644	183
1983	1,327	142
1984	1,760	191
1985	1,607	158
1986	1,521	165
1987	1,504	149
1988	1,647	164
1989	1,467	187
1990	1,707	178
1991	1,231	143
1992	1,374	147
1993	1,307	123
1994	1,299	150
1995	982	104
1996	1,171	86
1997	951	136
1998	1,080	183

(continued on next page)

<sup>32</sup> *Government Code*, Sections 9510 and 9510.5.

<sup>33</sup> It has been so often held in this state that it is no longer an open question that the validity of the statute, which had been duly certified, enrolled and approved, and deposited in the office of the Secretary of State, cannot be impeached by a resort to the journals of the Legislature, or by extrinsic evidence of any character. *People v. Camp*, 42 Cal.App.415. (Enrolled Bill Rule).



**Measures Chaptered—1961–2010—Continued**

<i>Year</i>	<i>Number of bill chapters</i>	<i>Number of resolution chapters</i>
1999 .....	1,025 .....	146 .....
2000 .....	1,092 .....	166 .....
2001 .....	948 .....	157 .....
2002 .....	1,170 .....	197 .....
2003 .....	909 .....	159 .....
2004 .....	954 .....	201 .....
2005 .....	729 .....	145 .....
2006 .....	910 .....	152 .....
2007 .....	750 .....	152 .....
2008 .....	763 .....	163 .....
2009 .....	652 .....	123 .....
2010 .....	733 .....	174 .....

***The Statutes***

The Legislative Counsel prepares the chapters for their final printing as the statutes of the session. The Senate or Assembly bill number and the names of the authors are removed and the chapter number only is retained. The chapters are then arranged in numerical sequence, the date of approval or adoption of each act and its effective date are prefixed to its text.

The conversion to the two-year session also required the adoption of different methods of printing the statutes of the session. Prior to 1973, the statutes were printed and bound after the *sine die adjournment* of the regular session; now, they are produced in two segments, one for each year of the biennium, e.g., *Statutes of 2011, 2011–12 Regular Session; Statutes of 2012, 2011–12 Regular Session*. The combination of these volumes contains the official text of bills enacted and the resolutions adopted for the 2011–12 biennium.

At the beginning of each volume of the statutes there must be printed: the State Constitution; the names and places of residence of the Governor, the Lieutenant Governor, the other executive officers of the state, Members and presiding officers of the Senate and the Assembly; the certificate of the Secretary of State showing what acts, or sections, or parts of acts of the Legislature are delayed from going into effect by a referendum petition; the Secretary of State's certificate showing the result of all elections upon any initiative or referendum measures within the previous year; and the text of all such initiative measures adopted by the electors.<sup>34</sup>

***The Legislative Handbook***

The *Legislative Handbook* is prepared by the Secretary of the Senate and the Chief Clerk of the Assembly. This manual contains compact, comprehensive statistical data, pictures and biographies of the Members of the Legislature, various election results, and other information deemed to be useful by the Secretary and the Chief Clerk.<sup>35</sup>

<sup>34</sup> *Government Code*, Section 9766.

<sup>35</sup> *Government Code*, Sections 9740 and 9741.

The handbook is used constantly by the Members and their staffs; it is the only hardbound legislative publication that contains the complete text of the Standing Rules of both houses and the Joint Rules.

The Government Code provides that the manual must be uniform in size and style with similar publications of previous sessions, and must include a list of state officers, Members and Officers of the Senate and Assembly, lists of committees, the rules of each house, the Joint Rules, and any other information deemed by the Secretary and the Chief Clerk to be of use to the Members of the Legislature.<sup>36</sup>

The distribution of the handbook is provided for by the Government Code. The handbooks remaining after the statutory distribution are sold by the Legislative Bill Room at a price determined by the Joint Rules Committee. Such price must be sufficient to cover the cost of printing and binding the handbook.<sup>37</sup>

### ***The Constitution***

Over the years, the Legislature has maintained a policy of providing citizens, schoolchildren, and students of government with educational material on the government and the Legislature.

Pursuant to this policy, the Senate and the Assembly have made available a limited number of publications on these subjects.

The Senate and Assembly have published and distributed throughout the years a book containing the Constitution of the United States and the Constitution of the State of California. The book also contains the text of the Magna Carta, the Mayflower Compact, the Declaration of Independence and other basic democratic documents.

Each edition incorporates any amendments to the constitutions which have been adopted since the publication of the preceding edition.

Both houses also publish and distribute books, pamphlets, and brochures giving information about the state, the Legislature, the Capitol, and the state emblems.

### **Postsession Publications**

After the final adjournment, the staffs of the Secretary of the Senate and Assembly Chief Clerk check the notations on the bills against the entries made in the journals and the histories before they are printed and filed with the Secretary of State as the official records of the two-year legislative session.

### ***Corrected Journals***

After the *Daily Journals* have been printed, they are proofread and edited by the Minute Clerk. After necessary corrections and footnotes are completed, the journals are resubmitted for final printing. When the corrected Assembly Journal copy is returned it is signed by the Chief Clerk; similarly, the Secretary signs the *Senate Journal*.

<sup>36</sup> Government Code, Section 9741.

<sup>37</sup> Government Code, Sections 9742 and 9744.

After these final or “corrected” journals have been approved, they are deposited in the archives maintained by the office of the Secretary of State as the official record of each day’s session.

### ***Final Journals***

Copies of the corrected journals of each house are collected and bound to provide a permanent record of the session. In the past, this record was quite large. For example, the *Journal of the Assembly* for the 1983–84 Regular Session consisted of 11 volumes which contained 21,002 pages. Since the 1985 implementation of the practice of not printing the text of amendments to bills, the size of more recent journals has been reduced dramatically; the *Journal of the Assembly* for the 1989–90 Regular Session filled only six volumes and totaled 10,954 pages.

The Assembly also publishes an appendix to the journal in a separate volume, containing all rollcall votes taken on bills in Assembly committees. An index to the committee rollcall votes is compiled throughout the session and printed as part of that final volume. The Senate publishes their committee votes in the text of their *Daily Journal*.

Throughout the session, all entries in the daily journals are indexed alphabetically and all actions taken on Assembly and Senate measures are indexed. Upon final adjournment, the Minute Clerks edit the indices and send them to the printer, whereupon they are published and serve as the permanent index to the final bound journals.

### ***The Final Histories***

The *Final Histories* contain a complete record of all the proposed legislation introduced and any action taken thereon during the biennium.

Prior to 1973, the *Final Histories* of both the Senate and Assembly were printed in a single volume designated as the *Final Calendar*; now, however, the quantity of material reported precludes such a combination. As a result, beginning with the 1973–74 Regular Session, the *Final Histories* are published in separate Assembly and Senate volumes.

These histories contain the “line actions” (e.g., From committee: “Do pass”); the committee and floor votes taken on the measures; and the final action taken by the house or the Governor up to and including the date of adjournment *sine die*.

The *Final Histories* contain many useful and informative statistics. Each bill and resolution that has been introduced is listed by author and by the committee to which it was originally referred; summaries of the actions taken on bills and resolutions that have been passed by both houses and signed by the Governor or filed with the Secretary of State are listed sequentially by chapter and number.

The *Final Histories*, used in conjunction with the *Summary Digest*, provide a complete record of legislation including: (1) the name of the Member or Members who introduced it; (2) the subject matter; (3) action taken by the Governor and the Legislature; and (4) its final disposition.



Reporters and photographers at a Capitol press conference.